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Food and Agriculture

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DEPARTMENT OF EXTERNAL AFFAIRS

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CONFERENCE SERIES, 1945

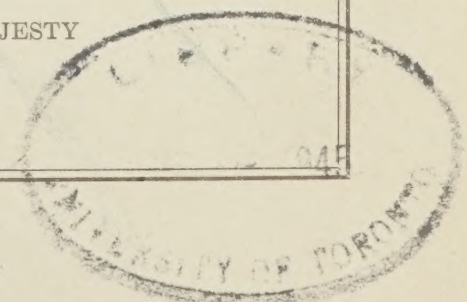
No. 1


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FIRST REPORT
TO THE
GOVERNMENTS OF THE UNITED NATIONS
BY THE
INTERIM COMMISSION ON FOOD
AND AGRICULTURE



OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1945





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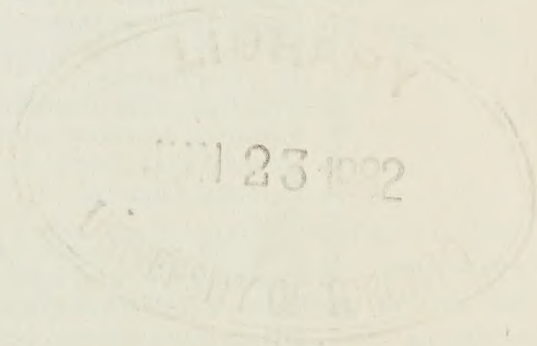


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I. THE INTERIM COMMISSION

A. CONSTITUTION AND TERMS OF REFERENCE

1. The Interim Commission on Food and Agriculture was established by the United Nations Conference on Food and Agriculture held in May 1943 at Hot Springs, Virginia, for the purposes stated in the following recommendation:

“WHEREAS:

“1. Freedom from want is difficult to achieve without concerted action among all like-minded nations to expand and improve production, to increase employment, to raise levels of consumption, and to establish greater freedom in international commerce;

“2. The successful carrying out of the recommendations of the Conference in the field of production, distribution, and consumption of food and other agricultural products in the post-war period will be the most important prerequisite for the achievement of freedom from want, and requires the creation by the governments and authorities here represented of a permanent organization in the field of food and agriculture; therefore

“The United Nations Conference on Food and Agriculture

“RECOMMENDS:

“1. That the governments and authorities here represented recognize and embody in a formal declaration or agreement the obligation to their respective peoples and to one another, henceforth to collaborate in raising levels of nutrition and standards of living of their peoples; and to report to one another on the progress achieved;

“2. That the governments and authorities here represented establish a permanent organization in the field of food and agriculture; and

“RESOLVES:

“1. That in order that every practicable step may be taken to attain these and the other appropriate objectives set forth in the declaration and specific recommendations of the Conference, an Interim Commission for carrying out the recommendations of the United Nations Conference on Food and Agriculture be established.

“2. That each of the governments and authorities here represented be entitled to designate a representative on the Interim Commission, and that the Interim Commission be installed in Washington not later than July 15, 1943;

“3. That the Interim Commission perform its work with due regard to the exigencies of the war, through such form of organization and personnel as

it may deem appropriate; and formulate regulations covering its expenditures and submit to the member governments and authorities a budget and allocation of quota contributions;

"4. That the functions of the Interim Commission be to formulate and recommend for consideration by each member government or authority:

(a) A specific plan for a permanent organization in the field of food and agriculture;

(b) The formal declaration or agreement referred to in the first recommendation, in which each participant shall recognize its obligation:

(i) To raise the levels of nutrition and standards of living of its own people;

(ii) To improve the efficiency of agricultural production and distribution;

(iii) To co-operate, so far as may be possible, with other nations for the achievement of these ends;

(iv) To undertake to submit periodically to the other participants, through the permanent organization, reports on the action taken and the progress achieved toward these ends;

(c) Such proposals or reports as are necessary to give effect to the recommendations of the Conference;

"5. That in the preparation of a plan for the permanent organization the Interim Commission give full consideration to the following:

(a) The relation of the permanent organization to, and methods of associating it with, other institutions, national as well as international, which already exist or which may hereafter be established, in the field of food and agriculture and in related scientific, economic, and other fields;

(b) Provision for membership in the permanent organization, in due course, of governments not represented on the Interim Commission;

"6. That in considering the functions and duties to be assigned to the permanent organization the Interim Commission take into account:

(a) The promotion of scientific, technological, social, and economic research;

(b) The collection and dissemination of information and provision for the exchange of services;

(c) The submission to member governments and authorities of recommendations for action with regard to the following:

(i) Nutrition;

(ii) Standards of consumption of food and other agricultural products;

(iii) Agricultural production, distribution, and conservation;

(iv) Statistics and economic studies in the field of agriculture and food, including the study of the relation of agriculture to world economy;

(v) Education and extension work in the field of food and agriculture;

(vi) Agricultural credit;

(vii) Problems of agricultural population and farm labour;

"7. That the Interim Commission further consider the desirability of assigning to the permanent organization functions in the field of:

(a) Development of agricultural resources and orientation of production, where necessary;

(b) Agricultural commodity arrangements;

(c) Agricultural co-operative movements;

(d) Land tenure;

(e) Other subjects on which recommendations have been made by the Conference;

"8. That the Interim Commission also consider the initiation of preliminary statistical investigations and research into the problems with which the permanent organization will deal;

"9. That the Interim Commission be deemed to have been dissolved when the permanent organization has been established;

"10. That the Government of the United States of America be invited to take whatever preliminary action may be necessary for the establishment of the Interim Commission after the United Nations Conference on Food and Agriculture has completed its work."

2. Delegates to the Interim Commission were designated (Appendix II), pursuant to paragraph 2 of the above Resolution, by the Governments of all the United and Associated Nations, and the Commission was convened in Washington on July 15, 1943. The Commission now presents its First Report, which has the unanimous concurrence of its constituent Delegates.

B. EXPERT ADVISERS

3. The Commission felt itself to be in need of technical advice in regard to many of the subjects referred to it by the resolutions of the Hot Springs Conference. It therefore decided to ask certain distinguished scientists and economists conversant with problems of nutrition and agriculture to act in an advisory capacity. These experts constituted the Scientific and Economic Panels which advised the Commission on the scope, functions, and methods of operation of the permanent organization on food and agriculture. It is appropriate to record in the forefront of this Report the Commission's deep appreciation of their invaluable assistance. The panels were composed as follows:

ECONOMIC PANEL

Chairman: Mr. H. R. Tolley (United States), Chief, Bureau of Agricultural Economics, United States Department of Agriculture.

Professor H. F. Angus (Canada), Economics Department, University of British Columbia.

Dr. Antonin Basch (Czechoslovakia), formerly Head, Research and Economics Department, National Bank of Czechoslovakia; Economics Department, Columbia University.

Professor J. D. Black (United States), Professor of Economics, Harvard University.

Mr. R. R. Enfield (United Kingdom), Principal Assistant Secretary, Ministry of Agriculture and Fisheries.

Professor A. G. B. Fisher (New Zealand), Professor of International Economics, Royal Institute of International Affairs, London.

Dr. Alexander Loveday, Director of Economic, Financial and Transit Department, League of Nations.

Mr. Ansgar Rosenborg, Economic, Financial and Transit Department, League of Nations.

Professor T. W. Schultz (United States), Professor of Agricultural Economics, University of Chicago.

SCIENTIFIC PANEL

Chairman: Professor J. A. Scott Watson (United Kingdom), Professor of Rural Economy, Oxford University.

Dr. E. C. Auchter (United States), Administrator of Agricultural Research, United States Department of Agriculture.

Dr. G. S. H. Barton (Canada), Deputy Minister of Agriculture.

Dr. F. G. Boudreau (United States), Chairman, Food and Nutrition Board, National Research Council.

Dr. R. E. Buchanan (United States), Director, Agricultural Experiment Station and Dean of Graduate School, Iowa State College.

Dr. André Mayer (France), Professor and Vice-President, Collège de France.

Professor L. A. Maynard (United States), Professor of Animal Nutrition, Cornell University.

Dr. París E. Menéndez (Paraguay), Director of Central Laboratory, Ministry of Agriculture.

Dr. T. H. Shen (China), Vice-Director, National Agricultural Research Bureau; Member of National Resources Commission.

Dr. R. D. Sinclair (Canada), Dean of Agriculture, University of Alberta.

Dr. M. L. Wilson (United States), Director of Extension, United States Department of Agriculture.

4. These expert advisers have contributed in large measure to the discharge by the Commission of the duties laid upon it, by their expert and comprehensive advice on the problems referred to them and by the devotion and energy which they have given, separately and in co-operation, to their voluntary task. The Commission cannot too highly commend their services or too fully recognize its own indebtedness to them. It records with satisfaction that their advice on all the matters referred to them was unanimous.

5. The Commission has utilized the services of consultants from other organizations, national and international, to assist in certain phases of its work. It particularly desires to record its appreciation of the assistance rendered by Mr. C. Wilfred Jenks, Legal Adviser of the International Labour Office, who has contributed unstintingly of his experience and skill in the preparation of the Constitution.

II. INTRODUCTION

6. It is unnecessary to the purposes of this Report to include in it any general statement of the important considerations supporting the proposals and policies embodied in the Final Act of the Hot Springs Conference. It is appropriate, however, to state briefly here the general considerations of which the Commission has been mindful in formulating its recommendations, so far as they relate to the circumstances under which the recommendations are made, the conditions under which effect will be given to them, and the general purposes they are designed to achieve.

7. In the struggle for food, mankind has been indifferently successful. If millions have enough, more millions have too little, and many starve. This had been thought to be inevitable, but we now know that it is not. Recent discoveries and developments have made it possible under certain conditions for all men and all nations to achieve freedom from hunger, which is the first step toward freedom from want. Indeed, we can now expect to do much more than be free from hunger. The way is open to move toward new levels of well-being which men have hitherto thought unattainable.

8. First among the developments that have made these things possible is progress in scientific production. The natural sciences have shown us how to increase the productiveness of the land. The nature of the soil has been explored, and methods of management have been developed to maintain and increase its fertility. Great progress has been made in the breeding of both crops and livestock, and strains have been created that are far more productive than their predecessors. At the same time scientists have found new and surer ways of combating diseases and insect and other pests that constantly menace the food supply.

9. Along with progress in these fields, immense strides have been made in the development of tools and machines to do work formerly done by hand labour, so that it is now possible for one man to till enough land and produce enough food to feed many more people than before. Equally important have been developments in handling, processing, storing, and transporting foods which make it possible to overcome many of the former handicaps of season and distance.

10. The result has been to open the way for greatly increased production from the same primary resources, a more even distribution of the supply of food both geographically and over periods of time, and finally a release of large numbers of people from the production of food. These people could produce other things and perform other services needed by their fellow men.

11. While these developments have been in the making the physical nature and needs of human beings have also been explored. The advances in the science of nutrition within recent years have been comparable in importance to the earlier discoveries in bacteriology, which opened the way to control many deadly or handicapping diseases. Chemistry and physiology have given us a vast amount of new knowledge regarding the relation of food to human well-being. We now know that certain diseases, which affect immense numbers of people, are caused solely by failure to get enough of the right kind of food. We know what foods the human body needs not only to prevent these diseases but to build resistance to many others, lengthen the span of life, favor the birth of healthy children, and raise the power of many individuals to do physical and mental work formerly thought to be beyond their innate capacity.

12. Moreover, the frontiers of scientific discovery are constantly expanding and opening opportunities for further progress.

13. Thus mankind is equipped with new knowledge, the heritage of all men. A new mastery over the forces that determine human well-being is possible, which men and nations can exercise, if they will, to better the lot of the vast majority of people. But to put this knowledge to full use requires forethought and action adequate to the ends desired.

14. The modern knowledge of nutrition must be shared, in simple practical terms, among increasing numbers of people until it finally reaches all. The modern knowledge of production must be shared among the world's farmers. Producers must be enabled to get the materials and tools, and to apply the methods, necessary to increase the world's production to the point where all can have enough food. Those released from agriculture by its increased efficiency must be enabled to find useful work in other pursuits. Workers in cities and towns must be enabled to get the products they need from an expanding agricultural production; that is to say, industry and other forms of production, as well as the domestic and foreign trade of all countries, must likewise expand. Each nation must give earnest consideration to the adoption of policies designed to ensure sufficient food to those who, for one or another

reason, are at so great a disadvantage in the economic system that they cannot obtain the means for reasonable nutrition. Finally, research, which has already accomplished so much, must be stimulated and made even more responsive to the need of discovering ways of reconciling the changing numbers of the world's peoples and the quantity of things produced and distributed to meet their requirements.

15. Scientific developments have shortened the distances between countries until all are now near neighbours. Thus the discontent or the overweening ambition of one profoundly affects all others, strife at one place can quickly become world-wide, and cooperation is thrust upon us if the world is to avoid being brought ultimately to the verge of ruin.

16. But these same scientific developments will enable us to achieve many things through cooperation that were thought impossible before, and among them is freedom from want of food. No nation can hope to achieve this by depending solely on its own effort, for none can any longer insulate itself from the disastrous effects of things that may be done by other nations. But in a world in which distance has shrunk and the pace of events has quickened, each nation can reinforce what others do far more readily and effectively than in the past. The possibilities for good have increased as greatly as the possibilities for evil. We can now reasonably expect to solve the problem of freedom from want if all will act together.

17. Progress will necessarily be gradual. Men do not readily adjust traditional ways to new conditions, and there are many obstacles to be overcome. But a start can be made at once. Changes in the economic and social arrangements of nations will be needed. The redirection would not be wholly new; it is in line with an evolution that has been hastened in our time.

III. THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

A. PURPOSES AND FUNCTIONS

18. In pursuance of paragraphs 4(a), 5, 6, and 7 of the Resolution quoted in paragraph 1 of this Report, the Interim Commission recommends for the approval of its constituent Governments the Constitution (Appendix I) of a permanent organization for food and agriculture, hereinafter referred to as the "Organization".

19. The remainder of this section of this Report is devoted to an exposition, supplementing the Constitution, of the purposes and functions of the permanent Organization as the Commission has envisaged them, and of its structure and organization, its methods of working, its relationship with other organizations, national and international, and the need for its early establishment. References at the ends of paragraphs are to the corresponding Articles of the Constitution.

20. Throughout this Report references to the purposes, functions, duties, and powers of the Organization are to be interpreted as extending to fisheries, marine products, forestry, primary forestry products, and fibres and other non-food agricultural products. [Art. XVI.]

21. The purpose of the Organization as set forth in the Preamble to the Constitution is to promote the common welfare by furthering separate and collective action by the Member nations to raise levels of nutrition and standards of living, to secure improvements in the efficiency of the production and distribution of all food and agricultural products, to better the condition of rural populations, and thus to contribute toward an expanding world economy.

22. The means to be employed will include the promotion of research, the dissemination of knowledge, the exchange of services, and the making of recommendations for international and national action, in which the Organization might in some cases be directly involved, with regard to the improvement of nutrition; the production, distribution, and consumption of foods and of fibres and other agricultural products; and the development and conservation of agricultural, forestry and marine resources. [Art. I, IV.]

23. These are important and far-reaching undertakings. They should be envisaged as far as possible in their entirety, so that their interrelationships may be clearly seen. But the Organization will have to develop gradually and it will probably be a considerable time before it will be able to cover the whole field described in this Report. It should be established at the earliest practicable date since there are matters falling within its scope which call urgently for action.

1. RESEARCH

24. One of the principal functions of the Organization will be to promote research in the fields relating to its work as a means of meeting the needs and helping to solve the problems of the peoples of its Member nations. Competence and persistence in the search for knowledge, and fairness and courage in promoting its application, will establish a solid basis for recommendations and action. [Art. I.]

25. A vast amount of knowledge in the fields to be covered by the Organization already exists. To be more widely and effectively used, it needs to be adapted to local conditions and re-examined as conditions change. In addition, new knowledge must be sought.

26. A great diversity of research in the natural and social sciences is suggested by the range of subject matter and the sources of information discussed in later paragraphs. While continually safeguarding and fostering the freedom of inquiry necessary to science, the Organization can do much to stimulate such research throughout the world; suggest and initiate projects, in many of which several institutions in more than one country might co-operate; co-ordinate such projects whenever possible; arrange for the use of procedures that would give comparable results; and keep research workers informed of one another's progress. The Organization should facilitate the exchange of personnel among institutions and the collection and exchange of important biological materials—breeding stocks, for example—and in some cases lend the services of members of its own technical staff to an institution or a country. Whether the Organization should supply equipment or give direct financial aid to research institutions is a matter of policy to be determined by the Conference. The question should be left for future decision whether, by arrangement with the governments primarily concerned, the Organization should establish research stations of its own. [Art. I, XII.]

27. In sum, the Organization should lead in stimulating, promoting, and, where appropriate, conducting research focussed on world needs in food, agriculture, forestry, and fisheries. To carry out these and other functions, it will need to assemble a great deal of information from all parts of the world. But it should not only gather data; it should find out and say what they mean.

a. Sources of information

28. One of the principal sources from which the Organization will gather information will be the periodic reports made by Member nations in accordance with Resolutions II, III, and XV of the Hot Springs Conference. In order that

these reports may serve as a basis for concerted planning and action by the Member nations it is important that they give the information needed for drawing an accurate picture of the conditions in any country and throughout the world in regard to nutrition, food consumption, production, and the factors influencing them. The Organization, being charged with the responsibility of obtaining and making use of these reports, is therefore given the right to determine the lines on which they will be made and to arrange that they be furnished promptly. [Art. XI.]

29. The regular collection and systematic presentation of relevant statistics obtained from Member nations and international authorities will be fundamental; and continuity in the statistical series collected will be important to ensure accurate interpretation of current and future trends. The Organization should receive regularly all published statistical material, and should also have access to unpublished material relevant to its work. The basic statistical data in many countries are very imperfect. The Organization should devise effective methods for obtaining more accurate statistical information at minimum expense, and should also make the services of its technical staff available to any government needing assistance in organizing or improving national statistical services. New methods of sampling, for example, which have recently been developed, are known and used in few countries. [Art. I, XI, XII.]

30. All other relevant sources of information should be used, including the results of special inquiries and surveys, or the work of special committees set up by the Organization; reports and other material obtained through regional and liaison offices of the Organization; information furnished by national nutrition organizations, by any agencies that may be set up under the auspices of the Organization, and by research institutes and scientific societies; and reports and other material obtained through reciprocal arrangements with other international authorities. [Art. XII, XIV.]

b. Range of subject matter

31. The range of subject matter covered by the research, fact-finding, and interpretative work of the Organization will include all the branches of the natural and social sciences relating to food, nutrition, agriculture, forestry, and fisheries. It may be useful to list some of the particularly relevant subjects as a means of sketching in broad outline the scope of the activities that would contribute to the main purpose of furthering improvements in production, distribution, consumption, and nutrition. The importance of the interrelationships of the different fields and of collaboration with other institutions should be emphasized at all times.

(i) Natural sciences—including human nutrition in relation to health, animal nutrition, biochemistry, plant and animal genetics, plant and animal physiology and pathology, soil chemistry and physics, entomology, mycology, bacteriology, and meteorology.

(ii) Technology—including management, selection, and breeding in relation to crops and livestock; animal feeding and care; soil fertilization, drainage, irrigation, and other conservation and development measures; protection of crops and live stock from natural enemies; agricultural engineering; processing, storing, and transporting food and other agricultural products.

(iii) Economic organization of agriculture—including the production and successive stages in the distribution, marketing, and consumption of food and other agricultural products; the co-ordinated expansion of consumption and production; the efficiency of factors of production in terms of physical output and cost per unit; methods of reducing costs of production and distribution; scale of enterprise; economical use of labour and

machinery; provision and use of credit; demand and prices; gross and net income in relation to output and consumption; trends and fluctuations in production, prices, incomes, and other factors bearing on the relation of agriculture to the general economy; domestic and international trade and other aspects of national and international economy, with special reference to their bearing on food and agricultural problems.

(iv) Other social factors—including food habits and customs, the distribution of population between agriculture and industry, population movements, land tenure, consumer and producer co-operatives, and rural organization generally; rural schools and other rural institutions; rural roads, communications, and rural electrification; rural housing, sanitation, and amenities.

(v) Public measures of regulation and assistance: In modern states public authorities legislate so extensively in regard to standards and practices, and provide aids of so many kinds in connection with the matters included in each of the preceding sub-paragraphs, that investigations in these fields by the Organization are too broad to be covered by any list. They would relate, among other matters, to special planning techniques, legislation affecting the eradication of deficiency diseases, measures for improving the diets of vulnerable groups, regulations for control of plant and animal diseases and pests, grading and standards of market and nutritive quality, subsidies for production or consumption, commercial policies, and measures for increasing consumption by the distribution on special terms of accumulated stocks.

2. DISSEMINATION OF KNOWLEDGE

32. The need to make useful facts about nutrition and the consumption and production of foods far more widely known is so great and so essential to progress that promoting the dissemination of knowledge is to be given equal emphasis with research. The Organization should employ various means to this end as the need arises. The development of a program of publication will be important from the beginning. Promoting education in the fields relating to the Organization's work will be another important activity. [*Art. I.*]

a. *Publications*

33. A considerable variety of publications will probably be needed, some for official or professional use, some designed to meet the needs of particular groups of producers and consumers and those of the general public. High standards should be the aim in every case. Duplication of work adequately done by others should be avoided, and the possibility of cooperative ventures should be fully explored; the Organization might do much by this means to promote world-wide coordination of efforts—for example, in the preparation and publication of scientific abstracts. [*Art. XII.*]

34. It is not possible at this time to forecast exactly what publications the Organization will find it useful to issue. Among them might be a periodic summary based on the reports by Member nations; a periodic world survey of the state of nutrition, consumption, and production together with an analysis of the determining factors, with special attention to interrelated developments and the policies of different countries; a periodic digest or review of legislation and administrative rulings relating to food, agriculture, forestry, and fisheries; abstracts, reviews, and bibliographies of scientific literature; regular bulletins dealing with crops, production, trade stocks, prices, and other data and their interpretation; and a journal or journals containing articles for the general reader on problems and progress in the fields covered by the Organization. It will clearly be essential to publish an authoritative and comprehensive yearbook of international statistics. [*Art. I, XI.*]

b. *Education*

35. The publications of the Organization will be educational in a broad sense. It should also promote more specific educational activities in several important fields, with the central purpose of futhering improved nutrition and adequate production and consumption on a world-wide scale. [*Art. I.*]

36. With a view to raising the standards of professional services and making them more widely available, the Organization should be prepared to assist governmental and other agencies in planning for expansion or improvement of the work of institutions of learning in the fields related to its work. It should be in a position to serve as consultant to institutions on courses of study and methods of training. It might well act as a clearinghouse of information on facilities for study and research in institutions throughout the world. It should encourage and facilitate the exchange between countries of students, teachers, and professional workers. [*Art. I.*]

37. To what extent, and in what ways, the Organization will be of assistance to educational institutions other than those at the university or professional level cannot be foreseen at present. Nations differ widely in their educational systems, which are peculiarly a matter of national concern. But while the rural school system should be one of the most important factors in improving rural life, it is in fact in most countries at a disadvantage in comparison with urban school systems; and in both urban and rural schools there are great and often unrealized opportunities for teaching young people elementary but important facts regarding foods and nutrition. Despite the difficulties involved, the Organization should be able to perform a useful service by advising on suitable courses of study, promoting adequate teacher-training in appropriate subjects, acting in a consultative capacity, assisting in surveys and studies to determine needed improvements, and in other ways. [*Art. I.*]

38. Various countries are interested in furthering adult education, particularly of the kind exemplified by agricultural extension, home demonstration, and similar services. Such services depend largely on local instructors and leaders who give personal counsel and assistance and demonstrate methods to help producers and homemakers apply the principles of good farming, food preparation, nutrition, and home economics, or domestic science, in their daily work and living. The Organization should be prepared to assist governments in determining the need for these services; to promote adequate training of workers, including opportunities for study in other countries when this would be advantageous; and to assist in other ways in widening the usefulness and improving the methods and standards of such services. [*Art. I.*]

39. The Organization will be interested in improving the effectiveness with which adult education services could use such channels as newspapers, radio, and motion pictures to spread practical information. In addition, it should furnish authentic information for the public regarding its own activities. To what extent it should elaborate services of its own, designed specifically to furnish material for the press, radio, and other popular media, will depend upon the course of its development. Whatever may be done in this field should be safeguarded with unusual care against the risk of exploitation and misrepresentation for purposes of commercial or other propaganda. [*Art. I.*]

c. *Library and inquiry services*

40. As the work of the Organization becomes widely known, it will probably be called upon to answer a large volume of inquiries on many subjects. Furnishing adequate information in response to these inquiries will in itself be an important service in disseminating knowledge. Partly for this purpose, and also for its other work, the Organization will need an extensive library, kept fully up to date. [*Art. I.*]

3. ADVISORY FUNCTIONS

41. Much of the work of the Organization will be of an advisory character. This will include making recommendations ranging from a suggestion on some minor point to drawing up and submitting for approval an elaborate program of action on a complex problem; and from advice given to a single Member nation or even a single institution to advice given to all Member nations. [Art. I, IV.]

42. The Organization should have this wide scope in its advisory functions to enable it to achieve the objectives of the Hot Springs Conference. It is, however, a much more delicate matter to give advice on some subjects than on others. Special procedures are provided by which the Conference of the Organization may formulate and adopt formal recommendations to governments. In addition, a wide variety of advisory services may be developed of a less formal character. [Art. I, IV.]

43. The effectiveness of advice and recommendations depends on the qualifications of those who give them, the adequacy of their preparatory work, their understanding of variations in local conditions, and their ability to enlist the cooperation of Member nations. The Organization should progressively establish its connections and build up a staff with a wide range of qualifications and experience. The Organization will thus be equipped to take the initiative in formulating recommendations designed to stimulate action by one or more nations or international authorities. Its initiative in making suggestions and offering advice to nations individually and collectively would be especially useful in cases in which coordinated action is required in several fields or by a number of countries. For a variety of reasons, a nation may feel itself inhibited from initiating a discussion of problems, the solution of which appears to demand modifications of the policies of other nations as well as of its own. In such cases, particularly, the Organization would be in a favorable position to initiate discussions and make recommendations. [Art. IV.]

44. The advisory work of the Organization would in appropriate cases be done in cooperation with other international authorities in related fields. [Art. XII.]

a. *Typical cases and procedure*

45. The Organization should be ready and willing to meet requests from one or more states for advice in regard to policy or for other assistance. The extent to which the Organization's advice in regard to the problems of individual countries will be required will of course vary greatly as between countries in different stages of agricultural and economic development. But improvements resulting from sound advice given to particular countries will in the long run redound to the common benefit, and by their general as well as their particular effects will promote the basic purposes of the Organization. The following might be typical cases and procedures:

(a) In some cases an international convention, in the sense of a formal agreement to be ratified by a large number of nations, would be the most effective instrument to accomplish the desired objective. Or the Organization might frame a model code or form of treaty as a guide to Member nations. Either of these methods would be suitable for agreements on such matters as the standardization of terms, assaying samples, biological material of various kinds, weights and measures, containers, certain trade practices, methods of appraising the nutritive values of foods and the adequacy of diets, and measures for preventing the spread of diseases or of pests. [Art. IV.]

(b) In other cases the Conference would act by means of a resolution or by adopting reports embodying proposals for action. Such a resolution or report might call for common action by the nations affected, the acceptance of common or related policies or changes in policy, or the creation of an institution for the common use and benefit of a group of nations. [*Art. IV, XIV.*]

(c) Raising the nutritional level of the population will in many countries involve long-range programs including the expansion and re-orientation of production, the building up of food processing and consumer-goods industries, the improvement of markets, and the expansion of such services as transportation and electric power. Complementary shifts in the production and trade of other countries would often be required in such cases, and outside capital and technical assistance might be needed. The Organization could perform a useful function by helping to determine the need for such far-reaching developments, drawing up plans, coordinating action by various countries, presenting the case for loans from international credit agencies, and furnishing advice and technical assistance in other ways. [*Art. I, IV, XII.*]

(d) Similar but even more difficult problems occur in the case of countries or regions in which such developments and improvements cannot materially relieve the poverty and malnutrition of large masses of people in a reasonable time. In some regions chronic poverty is in part the result of age-old traditions, high net rates of reproduction of populations, and the lack of education, the inadequacy of roads and communication facilities, and the absence of opportunities for industrial employment. These problems are not insoluble, but they require long-continued effort and the cooperation of many agencies. The Organization should play a leading part in such long-term efforts. Where famine is a recurrent risk the Organization should obtain information on probable requirements and sources of supply, and facilitate arrangements with the governments of Member nations or with appropriate international agencies for finding the necessary men, money, and materials, free or on special terms. [*Art. I, XII.*]

(e) Another type of problem concerns areas where climatic or other factors have led to specialization in the production of one or a few export products. Every practicable effort should be made in these areas to diversify production, grow more food, and provide alternative employment. Usually, however, the solution of the problem requires the enlargement of foreign markets for the export products of the area.

b. Advice and recommendations on other problems

46. In addition to dealing with the problems discussed so far, the Organization would furnish advice and make recommendations in many other cases, some of which will be of a more or less routine nature. The initiative in making proposals might be taken by one or more Member nations or by the Conference. Suggestions might be made to the Conference by general or special conferences, by the advisory committees, by the Executive Committee, and by the Director-General. The Executive Committee should be especially well qualified to act as an intermediary for proposals for action to be considered by the Conference, which in turn would submit recommendations to governments. The Director-General would not make recommendations directly to a government unless it requested him to do so. [*Art. IV, V, VI, VII.*]

47. Although a distinction is drawn throughout this discussion between the initiation of proposals by governments and by the Organization, the point should

not be overemphasized. To exercise its functions effectively, the Organization would necessarily develop close working relations with governments in the course of which suggestions and advice would naturally be exchanged. [Art. I.]

48. The Organization will be in regular communication with governments in connection with their reports and statistical and other returns. Governments will both ask for and expect to be offered suggestions for action on their part which will amplify the information supplied and make it comparable for the various countries. In response to requests, the Organization might furnish expert advisers who, together with local officials and technical personnel, would constitute special committees or missions authorized to investigate and report in accordance with their terms of reference. In general, such inquiries would have in view the making of recommendations for action. [Art. I, XI.]

49. Similarly, the Organization would increasingly have occasion to map out surveys and other undertakings—for example, a world agricultural census, to be repeated at intervals—to be carried out in co-operation with the governments concerned. For these surveys, too, special committees or missions made up in part of local representatives would be effective machinery, and useful advice might be expected frequently to result. The Organization would also have regular advisory relations with national agencies such as nutrition committees and research councils. [Art. I.]

50. In addition, collecting and disseminating information would in themselves involve indirect advisory work which would have considerable influence. Each nation would be given the benefit of the experience of others, objectively examined as a subject of common interest. The force of example should lead governments to find out more about conditions affecting their own people, and stimulate them to introduce measures for improvement which have succeeded elsewhere, and, equally, to guard against the repetition of mistakes.

4. FISHERIES, FORESTRY, AND NON-FOOD AGRICULTURAL PRODUCTS

a. *Fisheries and marine products*

51. Fisheries furnish a considerable part of the world's food supply; in some areas they are more important than agriculture as a source of food. Vitamin-rich oils extracted from the livers of cod, sharks, and other fish have in recent years assumed great importance in nutrition and therapy. Fisheries also furnish important by-products, such as fertilizer materials, protein feeds for livestock, industrial oils, leather, and various chemicals. The technical and economic problems of those engaged in fishing require largely similar treatment to the problems of those engaged in farming. Improving the production, handling, storing, processing, and distribution of fish is vital in any concerted effort among nations to raise the nutritional levels and the standards of living of populations.

52. Few if any types of food production yield returns as quickly as does fishing. This fact will be of special significance after the war when there will be a general scarcity of animal proteins. During 1939-44, as during 1914-18, fisheries have been substantially replenished, and at the end of the present war well-stocked fishing grounds will constitute one of the world's few reserves of foods.

53. The work of the Organization in this field would follow the same general pattern as in agriculture, including research, education, advice, and recommendation. It should examine the possibilities for expansion of present fisheries, since in many parts of the world known marine resources could without harm be exploited much more intensively to supply food for human beings, feed for

livestock, and materials for industry. It should encourage systematic exploration for virgin marine resources and evaluate the possibilities for their development. It should encourage the setting up of additional research laboratories to study biological, economic, and technical problems related to the fishery industry throughout the world. [Art. I.]

54. In their migrations among the waters of the world, fish have no regard for national boundaries. The conservation and wise and equitable use of fishery resources is therefore in many cases peculiarly a matter for international agreements, treaties, and conventions. It would be the duty of the Organization to help to formulate and to propose such international arrangements. It should also perform functions in relation to credit, which will be needed for the development, expansion, and rehabilitation of many fishery enterprises, similar to the functions suggested elsewhere in this Report in connection with agriculture. [Art. I, IV.]

55. As in the case of agriculture, the Organization should take the necessary steps for co-operation with other bodies—in particular, the International Labour Organization, which is concerned with the social conditions of fishermen; the Council for the Exploration of the Sea (Copenhagen); the North Atlantic Council on Fishery Investigations (Ottawa); and the several bodies administering international fisheries. [Art. XII.]

b. Forestry and forestry products

56. Forests occupy approximately 22 per cent of the land surface of the earth. They play so important a part in the conservation and building up of soil and water resources that it is impossible to plan conservation measures on any extensive scale without including forest management—and frequently afforestation—in the plans. In most countries forestry and farming or grazing constitute possible alternative uses of much of the land, and a significant part of the forest land in many countries is owned or operated by farmers. Indeed, forests are perennial crops, natural or man-made, and their products compete with or supplement other farm products for certain important uses. Farmers are among the larger users of forest products, especially for fuel, building, and equipment. For these reasons many countries include forestry as a part of agriculture in their governmental organization.

57. World forest supplies have been altered by the war. New supply problems have been created and new uses developed. In some countries progress in improved methods of forest management and utilization is being made at a faster rate than ever before. Thus there are now especially urgent reasons to consider forestry in world terms and to take concerted action to bring about more efficient growing, processing, and distribution of forest products, the balancing of production and distribution with needs on a world scale, and the prevention of disastrous overuse of forest resources in some countries while those of other countries go to waste for lack of effective demand, to the end that the world's forest resources may make their full contribution to the needs and the well-being of the people of every nation.

58. As in the case of food and other agricultural products discussed in this Report, these objectives would be accomplished through international co-operation in bringing all branches of science to bear upon the biological, technological, economic, social, and other problems involved in the production, distribution, and use of primary forest products; in establishing a factual basis upon which nations, individually and in concert, could build policies and programs; in helping to work out such programs; and in promoting widespread education and public understanding of forestry problems. The Organization's work in forestry would thus closely parallel that in other fields. [Art. I, IV.]

59. The Commission recommends that, in accordance with the situation in each case, the Organization should establish close working relations with any existing international agencies concerned with forestry. [*Art. XII, XIV.*]

c. Non-food agricultural products

60. A considerable part of the world's agriculture is devoted to the production of commodities other than foods. These products are of special importance because of the contribution they make to the money income of farmers since most of them require processing and are sold as raw materials for cash. Some of them are necessities of life; others contribute in an important measure to human health, dignity, and well-being. The Organization should accord these products consideration commensurate with their importance to agriculture and to social welfare.

61. Fibres constitute one of the major groups of non-food products. Of these some, such as cotton, wool, linen, and silk, are consumed mainly in clothing and household goods; others, such as jute, hemp, abacá, sisal, and henequen, are used in the form of bags, ropes, cords, and nets. Other categories of non-food products include the oils and fats used in paints and soaps; hides, skins, and furs used in clothing and in industry; beverages and beverage materials; and tobacco. It is characteristic of most of these products that their markets are international in scope and that consumption increases and decreases with fluctuations in general prosperity. Of many, also, production over the world tends in peacetime to run ahead of effective demand, with a resulting depression of the living standards of producers. At the same time many of these products are especially subject to inter-commodity competition, including the increasing competition of synthetic materials.

62. Existing information on consumption capacity and effective demand for some of these products in different countries, and on the relation of consumption levels to standards of living and levels of well-being, is meager and inadequate compared with the same information in relation to food and nutrition. In sponsoring, organizing, aiding, or conducting research designed to develop more complete information, the Organization will have an opportunity for service to consumers and producers. While such fundamental facts are being sought, however, much can be done to increase and broaden the consumption of many important products—for example, clothing, household textiles, paints, soaps—through a general expansion of world economy, including agriculture, industry, and trade. [*Art. I.*]

63. The functions and activities of the Organization will in the nature of the case include non-food as well as food products, with respect to such matters as agricultural organization, agricultural credit, commodity arrangements, scientific and economic research, and education. [*Art. I, IV.*]

64. The Commission recommends that, where appropriate, the Organization should establish close working relations with other public international organizations concerned with non-food agricultural products. [*Art. XII.*]

5. AGRICULTURAL CREDIT

65. The Commission has given careful thought to the functions that ought to be performed by the Organization in the domain of agricultural credit. It is manifest that the basic purposes of the Organization will not be achieved unless international credit for agricultural projects is made available and effective on a considerable scale, and it follows that the promotion of a wise and liberal administration of international agricultural credit is among the major concerns of the Organization. Such an administration, indeed, is important not only to

world agriculture but to world economy, and the doctrine of an expanding world economy, to which, at the Hot Springs Conference and elsewhere, the majority of governments have subscribed, is unlikely to be realized in the absence of sound policy and practice in regard to international agricultural credit. Investments directed toward the improvement of agricultural methods should bring quick returns in increased production, and this would not only be reflected in improved nutrition but also in increased international trade. Indeed, that portion of international investments which may be directed towards agriculture may bring about quicker effects upon world economy than larger sums needed for longer term developments.

66. The Commission conceives, however, that international credit and investment, whether related to agricultural or industrial development or to other purposes, would most suitably be administered by a single international authority charged with the appropriate functions in respect of all such purposes. It recommends that such an authority be established by agreement between the governments concerned, and that adequate arrangements be made for including the provision of agricultural credit among its functions. It further recommends that the Organization, or in the event of its not being established in time the Interim Commission itself, should be represented at any international conference that may be convened for the purpose of setting up an international credit and investment authority.

67. Credit will be needed for many agricultural developments—for example, the re-equipment of agriculture, mechanization, land reclamation, irrigation, afforestation, and increased storage, processing, and marketing facilities for agricultural products. Agricultural credit should, however, be interpreted not only as covering its conventional forms but also as including credit for adjustments in other parts of the economy in the interests of agricultural reorientation and better standards of nutrition.

68. The Organization will have a direct concern with all these matters, and it is clearly appropriate, if it is to be enabled to exercise an influence in its own field commensurate with the purposes for which it is established, that it should be recognized as a complementary body to the international credit and investment authority with specific functions in regard to agricultural credit. [Art. I.]

69. The specific functions relating to agricultural credit which the Commission recommends should be assigned to the Organization are as follows: [Art. I, IV, XII.]

(a) The Organization should participate in the management of the international credit organization through representation on its governing body, in order to provide for due consideration of agricultural interests in the determination of general international credit and investment policies.

(b) Applications for international credit for an agricultural purpose should be considered by the international credit authority only after examination by the Food and Agriculture Organization and in the light of its recommendations.

(c) In appropriate cases, and if the Food and Agriculture Organization should so recommend, the borrowing country should be required, as a condition of the loan, to avail itself to the fullest extent, in regard to the projects for which the loan is granted, of the technical services and advice of the Organization.

6. COMMODITY ARRANGEMENTS

70. Resolution II 7(b) of the Hot Springs Conference instructed the Commission to consider the desirability of assigning to the Organization functions in the field of agricultural commodity arrangements. The Commission has recognized the important role which such arrangements can play in (a) coordinating internationally diverse or conflicting national price and marketing policies and programs; (b) eliminating excessive fluctuations in prices; (c) mitigating some of the effects of trade cycles; (d) maintaining adequate supplies for consumers; and (e) ensuring markets for producers while promoting desirable adjustments in agricultural production. Commodity arrangements for non-agricultural products have a similar role to perform, and to secure fairness of treatment, avoid confusion, and establish consistent policies, the Commission recommends to its constituent governments that international commodity arrangements for both agricultural and non-agricultural products be coordinated under the supervision and direction of a single international authority. The Commission further recommends that principles governing international commodity arrangements for all classes of products should be formulated by a special international conference and that thereafter there should be established an international authority to review in the light of experience the application of the principles so formulated and to coordinate and supervise the administration of individual commodity arrangements.

71. The Commission recommends that the Organization, or in the event of its not being established in time the Interim Commission itself, should participate in the international conference which it proposes should be held to formulate the principles to which all commodity arrangements should conform. It further recommends that the Organization should be represented on the directorate of the proposed international authority and should be associated, where appropriate, with the working operations of that authority through mutual consultation and reference. [*Art. XII.*]

72. As in the case of international agricultural credit arrangements, the Organization will have an important, though not an exclusive, concern in international agricultural commodity arrangements. The Organization should be entitled to propose particular commodity arrangements to the proposed international authority, or in the absence of such an authority to governments, and to suggest the provisions of the arrangements so proposed. Similarly, the Organization should be entitled to propose that any existing agricultural commodity arrangement should be modified or terminated. [*Art. IV.*]

73. The Organization will have a special competence and interest in regard to such arrangements as they promote or hinder better orientation of production through agricultural adjustments and whether they may be effective in providing opportunities for supplying consumption needs from the most efficient sources of production. For example, the Organization may well study the effects of monopolistic practices, excessive price variations, and similar phenomena in order to stimulate appropriate international action for maintaining a check upon the first and for diminishing, or even for preventing, the second. On its own initiative, or in response to requests either from the general administrative authority or from the individual commodity control concerned, the Organization may conduct inquiries regarding any international agricultural commodity arrangement, and should furnish to governments, to the international commodity authority, or to any authority dealing with an individual commodity arrangement, information, analyses, or advice. [*Art. I, IV.*]

7. ADMINISTRATIVE FUNCTIONS

74. In carrying out the duties already outlined, the Organization will necessarily undertake certain administrative work.

75. In certain circumstances the Organization might perform administrative functions in connection with a wide range of international conventions or agreements on such matters as those already mentioned. It might also, in agreement with the countries concerned, perform or organize services of an international character, such as the control of locusts and other plagues, or the search for and distribution of biological materials for the control of predatory insects and noxious weeds. [*Art. I, IV.*]

76. The Organization would be free to accept and administer endowments or gifts for the furtherance of its work, being careful to ensure that the terms are not such as might cause embarrassment to the Organization. [*Art. XV.*]

77. The Organization would be empowered to expend, if it should so decide, part of its funds, contributed by Member nations, to establish fellowships for training expert workers or carrying out research projects, to found research institutes, or to make grants-in-aid for other purposes. In such cases its funds should be used, however, only for projects that have a regional or world significance and that would not be undertaken without such assistance. [*Art. I.*]

78. To the fullest possible extent the Organization should utilize the facilities and resources of other organizations, both national and international, for the achievement of its purposes and in general should be cautious about undertaking the supervision or administration of executive agencies in fields related to its work. [*Art. XII.*]

79. The Organization should be entitled to consider any proposals that might be made or itself to make proposals for the distribution on special terms, to those whose consumption is relatively very low, of abnormal stocks of food or other agricultural products; and it should be empowered to assist other international bodies in administering such schemes. The necessity of co-ordinating such proposals with the policies of other bodies should be borne in mind, together with the risk that such action might delay necessary basic economic adjustments by giving producers an inducement to continue production despite the lack of effective demand for their output. [*Art. IV, XII.*]

80. Much of the foregoing discussion assumes that other international authorities will be created with administrative responsibilities in related fields, and that the Organization will promote its own purposes by maintaining close and co-operative association with these other authorities. A different situation would arise if such other authorities were not set up. If governments were prepared to authorize the Organization to fill, in whole or in part, some of the gaps created by the absence of such other authorities, there would be a case for its undertaking further executive responsibilities. [*Art. XII, XIV.*]

81. In particular, the Commission has recommended that the constituent governments establish international authorities to deal with international credit as a whole, and with commodity arrangements as a whole, including agricultural credit in the one case and agricultural commodity arrangements in the other. If, however, such international authorities should not be established, or if their effective operation should be unduly delayed, the Organization would undoubtedly find itself seriously hampered in the promotion of its primary purposes. The Commission has the confident hope that this situation will not arise. If it should, the Commission conceives that it would be the duty of the Organization to represent to governments that appropriate international credit and commodity

arrangements, applying to the agricultural field alone, should be made. In that event, it would no doubt be appropriate to propose that the administrative functions involved should be performed directly by the Food and Agriculture Organization itself. [*Art. I, IV.*]

82. Collaboration with the United Nations Relief and Rehabilitation Administration also has its administrative aspects, especially in relation to agricultural rehabilitation. The Organization might well have functions to perform in connection with rehabilitation work that may need to be continued beyond the life of the Relief and Rehabilitation Administration. The Constitution of the Organization permits it to assume such responsibilities at the appropriate time. [*Art. I, IV, XII, XIV.*]

83. The Organization may initiate or concert plans with governments, in cooperation with other appropriate international bodies, for the procurement and distribution of supplies of food and producers' goods to relieve famine resulting from floods, drought, earthquakes, or other calamities. [*Art. I, IV, XII.*]

B. CONSTITUTION

1. NATURE OF THE CONSTITUTION

84. The Constitution is so framed as to provide for the essential powers and duties of the Organization as envisaged in Section III A of this Report; to give scope for development within existing provisions according to circumstances; and to permit of considered amendment to meet undetermined future conditions, including more particularly the future framework of international organizations.

2. MEMBERSHIP

85. Original membership is accorded to the nations represented at the Hot Springs Conference, as and when the Constitution is accepted by their governments; but provision is made for the admission of other nations to membership, with full rights, duties, and obligations, by a two-thirds majority vote of the representatives of all the Member nations. [*Art. II.*]

86. In view of these provisions, acceptance of the Constitution by twenty governments is deemed to be necessary and sufficient for its entry into force. In reaching this conclusion, the Commission has had in mind the desirability, for the reasons indicated in Section III G of this Report, of bringing the Organization into active operation at the earliest practicable date, and also the circumstance that under present conditions of communication acceptance by the governments of several of the United Nations may be deferred for a considerable time. [*Art. XXI.*]

87. Initial membership is for a period of not less than five years. Because of the adverse and fluid conditions arising from the war and its aftermath, with which the Organization will have to contend during the early stages of its development, it is thought that five years is not too long a period for any nation to pledge its adherence and support. [*Art. XIX.*]

88. Provision is made for withdrawal of membership by any Member nation after the expiration of an initial five-year period, withdrawal being subject to fulfillment of financial obligations to the date of withdrawal. [*Art. XIX.*]

3. LIMITATION ON POWERS OF THE ORGANIZATION AND ON OBLIGATIONS OF MEMBERS

89. Adequate work covering the entire field indicated in this Report will be only gradually achieved. Any change in functions which would involve modifica-

tion of the provisions of the Constitution requires a two-thirds majority of the representatives of all the Member nations, and no such modification can impose a new obligation on any Member nation without its consent. [Art. XX.]

90. The particular obligations undertaken by Member nations, by acceptance of the Constitution, are as follows:

- (a) to make specified reports to the Organization; [Art. XI.]
- (b) to contribute to the expenses of the Organization; [Art. XVIII.]
- (c) to accord appropriate diplomatic privileges to the Organization and members of its staff; [Art. VIII.]
- (d) to respect the international character of the responsibilities of the Organization's staff. [Art. VIII.]

91. As indicated in paragraph 89 of this Report, the Constitution specifically provides that a new obligation cannot be imposed upon any Member nation, by amendment of the Constitution, unless that obligation is formally accepted by that Member nation. [Art. XX.]

92. Subject to this restriction of the power of Member nations to impose new obligations on each other, and to the further restriction that no amendment of the Constitution involving a new obligation shall take effect, even as among Member nations prepared to accept it, unless two-thirds of all the Member nations shall have accepted it, amendments may be made, and may take effect, on adoption by a two-thirds majority vote of all Member nations. [Art. XX.]

C. ADMINISTRATIVE STRUCTURE AND MANAGEMENT

93. The success of the Organization will depend on the quality, honesty, and usefulness of its work. It should be equipped to perform the wide range of duties proposed in the Final Act of the Hot Springs Conference, and should accordingly be readily adaptable to changing circumstances. The governments of the Member nations should be able promptly and effectively to determine its program of work. The work done should be so widely known as to assure the full backing of public opinion and be of such high quality as to command the respect of all professional workers. The Organization should be in a position to keep itself fully informed of the needs, policies, and practices of Member nations, and to draw on the advice and services of scientific and administrative experts throughout the world. The staff should be highly competent in the different fields of activity of the Organization; and its character should be genuinely international.

1. THE CONFERENCE

94. In order to assure the largest measure of responsible direct control to Member governments, the Conference should consist of representatives of those governments. It would be advantageous if governments were to adopt the practice of nominating to the Conference responsible ministers having authority in the appropriate fields of activity, accompanied by persons with special knowledge in matters of food, agriculture, and public health. [Art. III.]

2. THE EXECUTIVE COMMITTEE

95. The Executive Committee will facilitate action in the intervals between meetings of the Conference. Its members will be nominated by and its powers specifically derived from the Conference. The Constitution empowers the Conference to delegate to the Executive Committee any powers other than those prescribed in paragraph 2 of Article II, Article IV, paragraph 1 of Article VII, Article XIII, and Article XX. The Commission regards it as important that

the Executive Committee should be composed of persons who, by virtue of their administrative experience or other special qualifications, can contribute to the attainment of the purpose of the Organization. Subject to this primary consideration, the membership of the Executive Committee should reflect as varied as possible an experience of the different types of agricultural economy of the world. The Constitution provides that there should not be more than one member of the Committee from any Member nation. [Art. V.]

3. STANDING ADVISORY COMMITTEES

96. In order to keep the Organization in close touch with current scientific and economic thought and practice, the Conference should appoint standing committees which would have continuing responsibility to advise the Conference on the various aspects of the Organization's work. Such advisory committees should consist of persons selected on the basis of their qualifications as scientists, technical experts, or economists, or because of special experience, and may include representatives of international organizations working in related fields. [Art. VI.]

97. These committees should meet several times a year. They would be invited to comment on any subjects referred to them by the Conference or the Director-General and would also be entitled to initiate proposals. Their reports would be submitted to the Conference and would frequently be published.

98. It may ultimately be found necessary to establish a standing advisory committee corresponding to each main division of the Organization. At the beginning, however, it is proposed that advisory committees should be established for nutrition, for the scientific and technical aspects of agricultural production, for economic and social questions, including agricultural co-operation and social welfare, and for statistics.

4. GENERAL AND SPECIAL CONFERENCES

99. The Commission considers it important that machinery should be provided whereby the Organization could be in close touch with public opinion, receive suggestions in regard to its work, and obtain the support of representative bodies actively concerned with food and agricultural questions. The Constitution provides, therefore, that the Organization should convene general, technical, regional, or other special conferences for the purpose of bringing together representatives of responsible groups concerned with the fields of activity of the Organization. A general conference might be in the nature of a forum in which problems, experience, and points of view would be discussed, suggestions brought forward, and recommendations made which the Organization would take into account in shaping its programs of work. Governments would see that the delegations from their countries to such a general conference were fully representative of the interests involved; indeed, it might be possible in some countries for national conferences to be held at which the delegations would be nominated. The Conference might itself invite representatives from international bodies. The Conference would make the preparatory arrangements for such conferences. [Art. VI.]

5. DIRECTOR-GENERAL

100. The Director-General will be the responsible head of the Organization. He will be responsible for selecting and organizing the staff, and will direct it in the carrying out of the functions of the Organization, and in the execution of the policies adopted by the Conference. [Art. VII, VIII.]

6. STAFF

101. The staff should be competent in all of the branches of knowledge required to give a solid foundation to the work of the Organization. It should be drawn from different regions and, subject to the overriding consideration of competence, should collectively represent as many geographical areas as possible. In making initial appointments, due regard should be had to the importance of retaining freedom of action to enable the Organization to include in its staff, at a later date, personnel from areas not yet liberated from enemy occupation. Members of the staff should receive their instructions exclusively from the Organization. In the past a few governments have followed the highly undesirable practice of supplementing the salaries of their nationals on the staffs of certain international institutions. Governments should refrain from offering remuneration to any of their nationals on the staff of the Organization, except for services previously rendered, such as pensions. Senior members of the staff should receive diplomatic privileges and immunities, and other members of the staff should be accorded all the facilities and immunities accorded to non-diplomatic personnel attached to diplomatic missions, or alternatively those facilities and immunities which may hereafter be accorded to equivalent members of the staffs of other public international organizations. [*Art. VIII.*]

102. An Organization of this nature must grow and adapt itself to changing circumstances. From one point of view, it is desirable that the Organization should move with caution. It must make its weight felt by the excellence of its work and the high standard of its contributions. It should play a great part in guiding policies relating to nutrition and agriculture throughout the world, but it cannot do this with its own staff on a big scale all at once; for a fully functioning and efficient organization cannot be built in a day. The Organization will have a difficult course to steer. It must on the one hand be in a position to take vigorous action in the critical period just after the war when conditions are fluid and before vested interests have become established. On the other hand, it must follow a policy of careful development, involving the painstaking study of its complicated problems. Those concerned with its creation must be fully alive to these considerations. The solution may be found initially in calling temporarily to the aid of the Organization experts from universities and from national organizations who would be unable or unwilling to devote more than a relatively brief period to international work.

103. The Organization would therefore be well advised to make a number of temporary appointments at the outset while taking ample time to choose the permanent staff carefully and awaiting the release from war service of persons of the ability and training needed for its work.

7. REGIONAL AND LIAISON OFFICES

104. To facilitate much of the work described it would be desirable for the Organization to have liaison offices in convenient centers in various parts of the world to keep in touch with conditions in a single country or a region including several countries. In some cases it might be desirable to establish regional offices. Such partial decentralization would better enable the Organization to take full account of the diversity of conditions with which it must deal and to maintain close association with public authorities and scientific and other organizations whose cooperation in its work will be required. [*Art. X.*]

8. ORGANIZATION AND METHODS OF WORK

105. The Director-General will need the assistance of such officials as a treasurer, a legal adviser, and a director of personnel. The heads of divisions or departments, or whatever may be the title of the main administrative units,

might constitute an administrative board responsible to the Director-General, or their collective relationship might be less rigidly defined. The Director-General would rely on the standing or special committees appointed by the Conference to advise on various aspects of the work.

106. The number or precise nature of the divisions required to handle the work cannot be determined at present. Each principal field of work might constitute a division—for example, human nutrition; the sciences and technology of agriculture, forestry, and fisheries; economic and social questions; statistics; education; and publications. Subdivisions might be made in a number of ways.

107. Arrangements for coordinating the work of the divisions, on whatever basis they may be created, will be especially important, since the problems to be dealt with in most cases demand simultaneous attack from many sides. For example, a problem of regional soil conservation, one of eradicating a deficiency disease, or one of shifting production to more-needed crops in a given area might demand the combined work and special knowledge of every division. A unit of the Organization experienced in coordinating the findings of specialists in many diverse fields might present a unified set of recommendations giving due weight to the different elements of the problem.

108. This kind of approach should characterize all the work of the Organization. It should bring every necessary skill to bear so that a given problem might be solved not only adequately but without the delays likely to result from an uncoordinated piecemeal attack.

109. A major part of the Organization's work, as has been made clear in the earlier discussion, would be to define problems that should be attacked and to assist those most closely concerned in planning the necessary action and carrying it through successfully. In many cases the most suitable method would be to appoint a committee of experts, drawn in part from the staff of the Organization and in part from local or other especially qualified experts and administrators, to investigate, report, and recommend possible courses of action; in some instances such a committee would be sent out on a field mission. Making use of such temporary committees would have great advantages. It would not be possible for the Organization itself to have a staff large enough to deal with all aspects of the great range of matters within its scope. The committees would provide flexible machinery and a greatly widened range of personnel to meet specific needs; they would serve to stimulate local interest and the active participation of local authorities, who would in many cases serve on the committees. Each committee would be dissolved when its work was accomplished. [Art. VI.]

D. RELATIONS WITH OTHER ORGANIZATIONS

1. OTHER INTERNATIONAL BODIES

110. It is important that international agencies should pursue related courses, and that their activities should not conflict. The nature and degree of closeness of association required among international authorities will differ in different stages. Even when the general structure of future international organization is agreed upon and the basic relationships among authorities determined, scope must still be allowed for relationships to develop. Accordingly, the Constitution enables the Organization to enter into agreements with other public international organizations, defining the distribution of responsibilities and methods of cooperation. [Art. XII.]

111. The Constitution permits the Organization to fit into any future general framework of international authorities that may be agreed upon; assures freedom for it to work with other international authorities, present or future; and in particular enables it to invite representatives of other international authorities to participate, without the right to vote, in the meeting of the Conference. [*Art. III, XII, XIII.*]

112. There are certain international authorities which now exist and with which the Organization should agree on provisional working relationships. Some of these are war-time agencies while the activities of others will extend into the post-war period.

113. In the first category are such agencies as the Combined Food Board and the Middle East Supply Centre. Cooperation with these is desirable because they will have acquired data which may later be turned over to the Organization and be of value to it. For example, the recent study of the comparative levels of food consumption in various countries made by the Combined Food Board should prove of great value. [*Art. XII.*]

114. The resolutions of the Hot Springs Conference recognize that a transition will have to be effected between the concerted arrangements of the United Nations in regard to food and other supplies during and immediately following the war, and their policies in shaping longer-term adjustments of agricultural production and levels of food consumption.

115. For these reasons, it is felt that there should be the closest association between the Organization and agencies concerned primarily with the short-term problems of food and agriculture. [*Art. XII.*]

116. The Interim Commission intends to submit separately recommendations regarding the International Institute of Agriculture.

117. The governments concerned will probably in due course consider the future organization and adaptation of the work now being done by the League of Nations and its various committees and sections in connection with a general settlement of the structure of international authorities after the war. Working arrangements should meanwhile be established between the Organization and those agencies connected with the League which are active in related fields.

118. The resolutions of the Hot Springs Conference contemplate that the Organization should convene periodic meetings of representatives of national nutrition organizations or committees, and the proceedings would presumably be reported to the Conference. The contemplated reports by Member governments would also presumably include accounts of the work of these organizations, together with a statement of progress otherwise achieved in nutritional matters. It is further contemplated that the Organization would periodically publish a summary of Member governments' reports. By a resolution adopted in 1937, the League has practically identical responsibilities, and the governments of the nations that are members of the League were requested to furnish corresponding reports. Joint technical committees might with advantage be set up, therefore, to arrange for the orderly assumption by the Organization of activities previously developed by such other agencies. [*Art. VI, XI, XII.*]

119. There are a number of subjects in which the Organization, following the recommendations of the Hot Springs Conference, will have an interest in common with that of the International Labour Organization, and others in which their interests will be closely related. Conditions of agricultural labour and work in the field of co-operative organizations are cases in point.

120. The International Labour Organization has adopted a number of conventions and recommendations concerning agriculture, and has appointed a committee concerned specifically with agriculture. Labour conferences of American States and the first Inter-American Social Security Conference dealt with the extension of social services to farm families; and a permanent committee on migration for settlement has been proposed under the auspices of the International Labour Organization. The Food and Agriculture Organization should agree with the appropriate authorities of the International Labour Organization on arrangements for co-operation. [*Art. XII.*]

2. REGIONAL AND NATIONAL ORGANIZATIONS

121. The Organization will need the co-operation and support not only of governments and other international authorities but also of regional and national scientific and economic institutions, both public and private, which are concerned with food and agriculture. Experts from regional and national institutions might be appointed as members of the standing advisory committees of the Organization; members of the staffs and research workers from these institutions should be associated for varying periods with the work of its special committees; and the Organization should entrust tasks to these institutions and engage in joint undertakings with them. It should explore the possibility of concluding arrangements with appropriate institutions whereby they would carry on work on behalf of the Organization or in association with it. [*Art. XII.*]

122. Precedents of the kind exist. For example, the Health Organization of the League of Nations entrusted to the National Institute for Medical Research (London) the custody and distribution of international standards for many biological preparations and other related tasks; and a Conference on Rural Hygiene in the Far East selected the Nutrition Research Laboratory at Conoor, India, to act as the centre for research in nutrition in that region.

123. There are advantages in having abstracting and other information services supplied as far as possible by institutions that are already doing outstandingly good work of this kind. The Organization should therefore seek arrangements whereby certain present information services, which are extensive and valuable, might receive wider circulation and perhaps be extended to those parts of the field which are not now covered. The Organization should explore such possibilities, for example, with the appropriate authorities of the Imperial Agricultural Bureaux, the Pasteur Institutes, the Inter-American Institute of Agricultural Sciences, and national research councils or academies in various countries. [*Art. I, XII.*]

E. EXPENSES

124. Under the provisions of Articles IV and XVIII of the Constitution the Conference is empowered to approve annual budgets for each financial year after that in which the Organization is established and to determine the apportionment among Member nations of the required total contributions thereto.

125. In regard to both these matters, however, it would be convenient if specific proposals, relating to the year in which the Organization is established, were to be formulated in advance by the Interim Commission, both to provide the Organization with a financial basis for immediate operation and to afford the Governments of the United Nations an indication of the measure of financial obligation involved at the outset by acceptance of the Commission's proposals.

126. The Commission has accordingly prepared provisional estimates, based on varying hypotheses, of the expenses likely to be incurred by the Organization

during the first five years of operation. For this purpose it has drawn on the experience of existing international organizations and has had the assistance of a number of their officials.

127. After careful consideration of provisional estimates so prepared, the Commission recommends that the average expenditure by the Organization during the first five years should be estimated at about \$5,000,000 per annum.

128. Considerably less than this amount is likely to be spent in the first year, however, by reason of unavoidable delays in the recruitment of the necessary expert staff and in the initial preparation of operational plans. The Commission, therefore, recommends that the budget of the Organization for the financial year in which the Constitution comes into force be that set forth in Annex II to the Constitution. A capital fund will be needed to meet the unusual expenses involved in getting the new international organization started and to provide funds at the beginning of each financial year before national contributions have been fully received.

129. The Commission has found it difficult to devise a wholly satisfactory scale of apportionment of expenses. It has considered whether such a scale might be formulated, based on such factors as capacity to pay modified, e.g., by the desirability of maximum and minimum limits to contributions, the importance of agricultural production, national income, foreign trade, etc. If this could have been done and if world conditions were normal, such a scale might have been adopted by the Conference for an indefinite period, or, at least, for the five-year period referred to above. The abnormal circumstances created by war and enemy occupation, however, and the impossibility of knowing when they will terminate, render it impossible to formulate a scale which is likely to be regarded as satisfactory except for a very short period. During the first or second year the Conference probably will wish to consider, in the light of the conditions then prevailing, the equity of the scale which the Commission now recommends. This scale, recommended for temporary use, is based upon a relationship among the Member nations growing out of that accepted by them in respect of pre-war international organizations, but adjusted as follows:

- (a) the assumption of 54·5 per cent of the allocations by the United States, the United Kingdom, the Soviet Union, and China;
- (b) the scaling down of the allocations, as a measure of temporary financial relief, for those countries that are occupied by the enemy, or that have, in consequence of the war, suffered from major economic disasters; and
- (c) the placing of certain countries on a uniform minimum allocation.

The result of (b) and (c) has been substantially to increase the temporary allocations to the remaining countries. When world conditions improve, the proportions allocated to these countries will have to be correspondingly reduced.

130. Accordingly, the Commission recommends that the scale set forth in Annex II be accepted by the governments concerned for application during the financial year in which the Constitution comes into force and have so provided in Article XXV of the Constitution. In devising this scale for application in respect of the first year, the Commission has adhered to the view that in an international organization of this character no one nation should contribute more than twenty-five per cent or less than one-twentieth of one per cent of the total expenses. It has also provided that each Member nation may deduct from its payment to the Organization the amount contributed by it toward the expenses of the Interim Commission. [Art. XXV.]

F. MISCELLANEOUS

1. LEGAL STATUS

131. The Constitution gives the Organization the capacity of a legal person to perform any legal act appropriate to its purpose which is not beyond the powers granted to it by the Constitution. [Art. XV.]

132. The Organization is further given the immunities and privileges customarily accorded by Member nations to each other, and as a corollary of the bestowal of these immunities, the Conference is required to make provision for the adjudication by an administrative tribunal of disputes with its staff, which in the absence of the Organization's immunity from suit would be the subject of ordinary legal process. [Art. XV.]

2. INTERPRETATION OF CONSTITUTION

133. Provision is made in the Constitution for the reference to an appropriate international court of any question or dispute concerning interpretation of the Constitution, in such manner as may be provided by rules to be adopted by the Conference. [Art. XVII.]

3. LANGUAGES

134. The Constitution leaves the question of official languages to be determined by the Conference. Pending such determination, it is provided that the business of the Organization shall be conducted in English. [Art. XXIII.]

G. NEED FOR EARLY ACTION

135. The Commission has given earnest consideration to the question whether the Organization should be brought into being at an early date, or whether its establishment should be deferred until after the war.

136. There are undoubtedly considerations in favour of the latter alternative. During the war, and probably for a considerable period thereafter, it will be impossible for the Organization to recruit all of the highly qualified personnel essential to full operation. It is a matter of the greatest importance that the Organization should not begin its work without the inspiration and direction of men of the highest caliber and competence in their fields. The success of the Organization will depend on the quality, honesty, and usefulness of its work, and on the extent to which, by its work, it can make its disinterested authority and influence felt. A false start would mean a handicap from the beginning.

137. During the war, also, many of the governments and other bodies with which the Organization would work will be so preoccupied with other matters as to be unable to give it complete cooperation.

138. These are valid considerations to a realistic view; but a realistic view calls for deeper analysis. In the period immediately following the cessation of hostilities there will be many serious problems in nutrition, food and agriculture, in many parts of the world, calling urgently for solution. This period will be characterized by conditions of fluidity particularly favourable to the adoption of sound and thoroughgoing measures to meet these problems. There will be both need and opportunity for the kind of international advice and influence which it is the purpose of the Organization to provide. It would be lamentable if none were to be provided. Indeed if this unique opportunity to realize some of the high purposes of the Hot Springs Conference were to be lost and the fluidity

of the immediate post-war period were to be allowed to become set and rigid with the growth of vested interests, it might prove impossible, for many years to come, to give effect to the purposes of the United Nations as expressed in the Final Act of that Conference. To delay the beginning would be to delay the whole program.

139. Personnel must be assembled; cooperative relationships must be established with organizations and governments; problems of nutrition and of the production and distribution of foods and other products must be clearly defined and studied, and their relative urgency must be determined; a considerable amount of information must be collected and analyzed. In sum, a good deal of preliminary work will be needed to make the Organization a going concern, ready to discharge its responsibilities.

140. These considerations greatly outweigh the argument against starting at this time. The Commission believes the main difficulty—assembling an adequate staff—can be overcome by developing a carefully selected nucleus of permanent personnel aided by a group of competent experts employed on a temporary basis—in other words, loaned by governments and institutions. This might be desirable in any event; under present conditions it is the most practical procedure.

141. In the light of these considerations and because it is mindful of the dangers of a return to national policies of self-sufficiency, the Commission urges its constituent governments to take, with a minimum of delay, the action required to enable the Organization to be brought into effective operation, on a nucleus basis if necessary, at the earliest practicable date. The sooner it is established, the sooner will it be able to bring to bear upon post-war problems of reconstruction the disinterested, international, and instructed advice and influence the provision of which is the essential purpose of the Organization.

142. The considered view of the Commission is that, whatever the difficulties, the Organization should be established as soon as possible, and that governments in a position to do so should make every contribution in their power, by releasing suitable personnel and otherwise, towards making it an effective and authoritative nucleus for dealing with both immediate and longer-term problems of adjustment in food and agriculture. The Commission so recommends.

For the United Nations Interim Commission on Food and Agriculture:

L. B. PEARSON,
Chairman.

APPENDICES

I

Constitution
of the
Food and Agriculture Organization
of the
United Nations

II

Members of the United Nations
Interim Commission
on Food and Agriculture

APPENDIX I

CONSTITUTION

OF THE

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

PREAMBLE

The Nations accepting this Constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of

raising levels of nutrition and standards of living of the peoples under their respective jurisdictions,
securing improvements in the efficiency of the production and distribution of all food and agricultural products,
bettering the condition of rural populations,
and thus contributing toward an expanding world economy,

hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization", through which the Members will report to one another on the measures taken and the progress achieved in the fields of action set forth above.

ARTICLE I (FUNCTIONS OF THE ORGANIZATION)

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food and agriculture.

2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to

(a) scientific, technological, social, and economic research relating to nutrition, food and agriculture;

(b) the improvement of education and administration relating to nutrition, food and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) the conservation of natural resources and the adoption of improved methods of agriculture production;

(d) the improvement of the processing, marketing, and distribution of food and agricultural products;

(e) the adoption of policies for the provision of adequate agricultural credit, national and international;

(f) the adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the Organization

(a) to furnish such technical assistance as governments may request;

(b) to organize, in co-operation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

(c) generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the Preamble.

ARTICLE II (MEMBERSHIP)

1. The original Members of the Organization shall be such of the nations specified in Annex I as accept this Constitution in accordance with the provisions of Article XXI.

2. Additional Members may be admitted to the Organization by a vote concurred in by a two-thirds majority of all the members of the Conference and upon acceptance of this Constitution as in force at the time of admission.

ARTICLE III (THE CONFERENCE)

1. There shall be a Conference of the Organization in which each Member nation shall be represented by one member.

2. Each Member nation may appoint an alternate, associates, and advisers to its member of the Conference. The Conference may make rules concerning the participation of alternates, associates, and advisers in its proceedings, but any such participation shall be without the right to vote except in the case of an alternate or associate participating in the place of a member.

3. No member of the Conference may represent more than one Member nation.

4. Each Member nation shall have only one vote.

5. The Conference may invite any public international organization which has responsibilities related to those of the Organization to appoint a representative who shall participate in its meetings on the conditions prescribed by the Conference. No such representative shall have the right to vote.

6. The Conference shall meet at least once in every year.

7. The Conference shall elect its own officers, regulate its own procedure, and make rules governing the convocation of sessions and the determination of agenda.

8. Except as otherwise expressly provided in this Constitution or by rules made by the Conference, all matters shall be decided by the Conference by a simple majority of the votes cast.

ARTICLE IV (FUNCTIONS OF THE CONFERENCE)

1. The Conference shall determine the policy and approve the budget of the Organization and shall exercise the other powers conferred upon it by this Constitution.

2. The Conference may by a two-thirds majority of the votes cast make recommendations concerning questions relating to food and agriculture to be submitted to Member nations for consideration with a view to implementation by national action.

3. The Conference may by a two-thirds majority of the votes cast submit conventions concerning questions relating to food and agriculture to Member nations for consideration with a view to their acceptance by the appropriate constitutional procedure.

4. The Conference shall make rules laying down the procedure to be followed to secure:

(a) proper consultation with governments and adequate technical preparation prior to consideration by the Conference of proposed recommendations and conventions; and

(b) proper consultation with governments in regard to relations between the Organization and national institutions or private persons.

5. The Conference may make recommendations to any public international organization regarding any matter pertaining to the purpose of the Organization.

6. The Conference may by a two-thirds majority of the votes cast agree to discharge any other functions consistent with the purposes of the Organization which may be assigned to it by governments or provided for by any arrangement between the Organization and any other public international organization.

ARTICLE V (THE EXECUTIVE COMMITTEE)

1. The Conference shall appoint an Executive Committee consisting of not less than nine or more than fifteen members or alternate or associate members of the Conference or their advisers who are qualified by administrative experience or other special qualifications to contribute to the attainment of the purpose of the Organization. There shall be not more than one member from any Member nation. The tenure and other conditions of office of the members of the Executive Committee shall be subject to rules to be made by the Conference.

2. Subject to the provisions of paragraph 1 of this Article, the Conference shall have regard in appointing the Executive Committee to the desirability that its membership should reflect as varied as possible an experience of different types of economy in relation to food and agriculture.

3. The Conference may delegate to the Executive Committee such powers as it may determine, with the exception of the powers set forth in paragraph 2 of Article II, Article IV, paragraph 1 of Article VII, Article XIII, and Article XX of this Constitution.

4. The members of the Executive Committee shall exercise the powers delegated to them by the Conference on behalf of the whole Conference and not as representatives of their respective governments.

5. The Executive Committee shall appoint its own officers and, subject to any decisions of the Conference, shall regulate its own procedure.

ARTICLE VI (OTHER COMMITTEES AND CONFERENCES)

1. The Conference may establish technical and regional standing committees and may appoint committees to study and report on any matter pertaining to the purpose of the Organization.

2. The Conference may convene general, technical, regional, or other special conferences and may provide for the representation at such conferences, in such manner as it may determine, of national and international bodies concerned with nutrition, food and agriculture.

ARTICLE VII (THE DIRECTOR-GENERAL)

1. There shall be a Director-General of the Organization who shall be appointed by the Conference by such procedure and on such terms as it may determine.

2. Subject to the general supervision of the Conference and its Executive Committee, the Director-General shall have full power and authority to direct the work of the Organization.

3. The Director-General or a representative designated by him shall participate, without the right to vote, in all meetings of the Conference and of its

Executive Committee and shall formulate for consideration by the Conference and the Executive Committee proposals for appropriate action in regard to matters coming before them.

ARTICLE VIII (STAFF)

1. The staff of the Organization shall be appointed by the Director-General in accordance with such procedure as may be determined by rules made by the Conference.

2. The staff of the Organization shall be responsible to the Director-General. Their responsibilities shall be exclusively international in character and they shall not seek or receive instructions in regard to the discharge thereof from any authority external to the Organization. The Member nations undertake fully to respect the international character of the responsibilities of the staff and not to seek to influence any of their nationals in the discharge of such responsibilities.

3. In appointing the staff the Director-General shall, subject to the paramount importance of securing the highest standards of efficiency and of technical competence, pay due regard to the importance of selecting personnel recruited on as wide a geographical basis as is possible.

4. Each Member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Director-General and senior staff diplomatic privileges and immunities and to accord to other members of the staff all facilities and immunities accorded to non-diplomatic personnel attached to diplomatic missions, or alternatively to accord to such other members of the staff the immunities and facilities which may hereafter be accorded to equivalent members of the staffs of other public international organizations.

ARTICLE IX (SEAT)

The seat of the Organization shall be determined by the Conference.

ARTICLE X (REGIONAL AND LIAISON OFFICES)

1. There shall be such regional offices as the Director-General with the approval of the Conference may decide.

2. The Director-General may appoint officials for liaison with particular countries or areas subject to the agreement of the government concerned.

ARTICLE XI (REPORTS BY MEMBERS)

1. Each Member nation shall communicate periodically to the Organization reports on the progress made toward achieving the purpose of the Organization set forth in the Preamble and on the action taken on the basis of recommendations made and conventions submitted by the Conference.

2. These reports shall be made at such times and in such form and shall contain such particulars as the Conference may request.

3. The Director-General shall submit these reports, together with analyses thereof, to the Conference and shall publish such reports and analyses as may be approved for publication by the Conference together with any reports relating thereto adopted by the Conference.

4. The Director-General may request any Member nation to submit information relating to the purpose of the Organization.

5. Each Member nation shall, on request, communicate to the Organization, on publication, all laws and regulations and official reports and statistics concerning nutrition, food and agriculture.

ARTICLE XII (COOPERATION WITH OTHER ORGANIZATIONS)

1. In order to provide for close cooperation between the Organization and other public international organizations with related responsibilities, the Conference may, subject to the provisions of Article XIII, enter into agreements with the competent authorities of such organizations defining the distribution of responsibilities and methods of cooperation.

2. The Director-General may, subject to any decisions of the Conference, enter into agreements with other public international organizations for the maintenance of common services, for common arrangements in regard to recruitment, training, conditions of service, and other related matters, and for interchanges of staff.

ARTICLE XIII (RELATION TO ANY GENERAL WORLD ORGANIZATION)

1. The Organization shall, in accordance with the procedure provided for in the following paragraph, constitute a part of any general international organization to which may be entrusted the coordination of the activities of international organizations with specialized responsibilities.

2. Arrangements for defining the relations between the Organization and any such general organization shall be subject to the approval of the Conference. Notwithstanding the provisions of Article XX, such arrangements may, if approved by the Conference by a two-thirds majority of the votes cast, involve modification of the provisions of this Constitution: Provided that no such arrangements shall modify the purposes and limitations of the Organization as set forth in this Constitution.

ARTICLE XIV (SUPERVISION OF OTHER ORGANIZATIONS)

The Conference may approve arrangements placing other public international organizations dealing with questions relating to food and agriculture under the general authority of the Organization on such terms as may be agreed with the competent authorities of the organization concerned.

ARTICLE XV (LEGAL STATUS)

1. The Organization shall have the capacity of a legal person to perform any legal act appropriate to its purpose which is not beyond the powers granted to it by this Constitution.

2. Each Member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Organization all the immunities and facilities which it accords to diplomatic missions, including inviolability of premises and archives, immunity from suit, and exemptions from taxation.

3. The Conference shall make provision for the determination by an administrative tribunal of disputes relating to the conditions and terms of appointment of members of the staff.

ARTICLE XVI (FISH AND FOREST PRODUCTS)

In this Constitution the term "agriculture" and its derivatives include fisheries, marine products, forestry, and primary forestry products.

ARTICLE XVII (INTERPRETATION OF CONSTITUTION)

Any question or dispute concerning the interpretation of this Constitution or any international convention adopted thereunder shall be referred for determination to an appropriate international court or arbitral tribunal in the manner prescribed by rules to be adopted by the Conference.

ARTICLE XVIII (EXPENSES)

1. Subject to the provisions of Article XXV, the Director-General shall submit to the Conference an annual budget covering the anticipated expenses of the Organization. Upon approval of a budget the total amount approved shall be allocated among the Member nations in proportions determined, from time to time, by the Conference. Each member nation undertakes, subject to the requirements of its constitutional procedure, to contribute to the Organization promptly its share of the expenses so determined.

2. Each Member nation shall, upon its acceptance of this Constitution, pay as its first contribution its proportion of the annual budget for the current financial year.

3. The financial year of the Organization shall be July 1 to June 30 unless the Conference should otherwise determine.

ARTICLE XIX (WITHDRAWAL)

Any Member nation may give notice of withdrawal from the Organization at any time after the expiration of four years from the date of its acceptance of this Constitution. Such notice shall take effect one year after the date of its communication to the Director-General of the Organization subject to the Member nation's having at that time paid its annual contribution for each year of its membership including the financial year following the date of such notice.

ARTICLE XX (AMENDMENT OF CONSTITUTION)

1. Amendments to this Constitution involving new obligations for Member nations shall require the approval of the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference and shall take effect on acceptance by two-thirds of the Member nations for each Member nation accepting the amendment and thereafter for each remaining Member nation on acceptance by it.

2. Other amendments shall take effect on adoption by the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference.

ARTICLE XXI (ENTRY INTO FORCE OF CONSTITUTION)

1. This Constitution shall be open to acceptance by the nations specified in Annex I.

2. The instruments of acceptance shall be transmitted by each government to the United Nations Interim Commission on Food and Agriculture, which shall notify their receipt to the governments of the nations specified in Annex I. Acceptance may be notified to the Interim Commission through a diplomatic representative, in which case the instrument of acceptance must be transmitted to the Commission as soon as possible thereafter.

3. Upon the receipt by the Interim Commission of twenty notifications of acceptance the Interim Commission shall arrange for this Constitution to be signed in a single copy by the diplomatic representatives, duly authorized thereto, of the nations who shall have notified their acceptance, and upon being so signed on behalf of not less than twenty of the nations specified in Annex I this Constitution shall come into force immediately.

4. Acceptances the notification of which is received after the entry into force of this Constitution shall become effective upon receipt by the Interim Commission or the Organization.

ARTICLE XXII (FIRST SESSION OF THE CONFERENCE)

The United Nations Interim Commission on Food and Agriculture shall convene the first session of the Conference to meet at a suitable date after the entry into force of this Constitution.

ARTICLE XXIII (LANGUAGES)

Pending the adoption by the Conference of any rules regarding languages, the business of the Conference shall be transacted in English.

ARTICLE XXIV (TEMPORARY SEAT)

The temporary seat of the Organization shall be at Washington unless the Conference should otherwise determine.

ARTICLE XXV (FIRST FINANCIAL YEAR)

The following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:

(a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and

(b) the amounts to be contributed by the Member nations shall be in the proportions set forth in Annex II to this Constitution: Provided that each Member nation may deduct therefrom the amount already contributed by it toward the expenses of the Interim Commission.

ARTICLE XXVI (DISSOLUTION OF THE INTERIM COMMISSION)

On the opening of the first session of the Conference, the United Nations Interim Commission on Food and Agriculture shall be deemed to be dissolved and its records and other property shall become the property of the Organization.

ANNEX I

NATIONS ELIGIBLE FOR ORIGINAL MEMBERSHIP

AUSTRALIA	INDIA
BELGIUM	IRAN
BOLIVIA	IRAQ
BRAZIL	LIBERIA
CANADA	LUXEMBOURG
CHILE	MEXICO
CHINA	NETHERLANDS
COLOMBIA	NEW ZEALAND
COSTA RICA	NICARAGUA
CUBA	NORWAY
CZECHOSLOVAKIA	PANAMA
DENMARK	PARAGUAY
DOMINICAN REPUBLIC	PERU
ECUADOR	PHILIPPINE COMMONWEALTH
EGYPT	POLAND
EL SALVADOR	UNION OF SOUTH AFRICA
ETHIOPIA	UNION OF SOVIET SOCIALIST REPUBLICS
FRANCE	UNITED KINGDOM
GREECE	UNITED STATES OF AMERICA
GUATEMALA	URUGUAY
HAITI	VENEZUELA
HONDURAS	YUGOSLAVIA
ICELAND	

ANNEX II

BUDGET FOR THE FIRST FINANCIAL YEAR

The provisional budget for the first financial year shall be a sum of 2,500,000 U.S. dollars, the unspent balance of which shall constitute the nucleus of a capital fund.

This sum shall be contributed by the Member nations in the following proportions:

	<i>Per cent</i>		<i>Per cent</i>
Australia	3.33	India	4.25
Belgium	1.28	Iran .....	.71
Bolivia .....	.29	Iraq .....	.44
Brazil	3.46	Liberia .....	.05
Canada	5.06	Luxembourg .....	.05
Chile	1.15	Mexico	1.87
China	6.50	Netherlands	1.38
Colombia .....	.71	New Zealand	1.15
Costa Rica .....	.05	Nicaragua .....	.05
Cuba .....	.71	Norway .....	.62
Czechoslovakia	1.40	Panama .....	.05
Denmark .....	.62	Paraguay .....	.05
Dominican Republic .....	.05	Peru .....	.71
Ecuador .....	.05	Phillipines .....	.25
Egypt	1.73	Poland	1.19
El Salvador .....	.05	Union of South Africa.....	2.31
Ethiopia .....	.29	U.S.S.R.	8.00
France	5.69	United Kingdom	15.00
Greece .....	.38	U.S.A.	25.00
Guatemala .....	.05	Uruguay .....	.58
Haiti .....	.05	Venezuela .....	.58
Honduras .....	.05	Yugoslavia .....	.71
Iceland .....	.05	Provision for new Members....	2.00
		Total.....	100.00

Done at Washington this day of, one thousand nine hundred and forty, in the English language, in a single copy which will be deposited in the archives of the Food and Agriculture Organization of the United Nations and of which authenticated copies will be transmitted by the Director-General to the governments of the nations enumerated in Annex I to this Constitution and of Members admitted to the Organization by the Conference in accordance with the provisions of Article II.

IN WITNESS WHEREOF *we have appended our signatures:*

APPENDIX II

MEMBERS OF THE INTERIM COMMISSION ON FOOD AND AGRICULTURE (AS OF JUNE 29, 1944)

L. B. PEARSON (Canada), *Chairman*

P. I. TCHEGOULA (U. S. S. R.), *Vice Chairman*

P. W. TSOU (China), *Vice Chairman*

AUSTRALIA:

F. L. McDougall, Economic Adviser to the Australian High Commissioner, London

BELGIUM:

Viscount Alain du Parc, Commercial Counsellor and Minister Plenipotentiary of the Embassy of Belgium, Washington

Charles Léonard, Agricultural Attaché of the Embassy of Belgium, Washington

BOLIVIA:

René Ballivián, Financial Counsellor of the Embassy of Bolivia, Washington

BRAZIL:

C. M. de Figueiredo, Minister Plenipotentiary

CANADA:

L. B. Pearson, Minister Canadian Embassy, Washington

CHILE:

Carlos Campbell del Campo, Commercial Counsellor of the Embassy of Chile, Washington

CHINA:

P. W. Tsou, President of the Agricultural Association of China; Senior Advisor to the Ministries of Food and of Agriculture and Forestry of China, Chungking

COLOMBIA:

Guillermo Eliseo Suárez, Commercial Counsellor of the Embassy of Colombia, Washington

COSTA RICA:

Francisco de P. Gutiérrez, Ambassador of Costa Rica, Washington

Jorge Hazera, Commercial Attaché of the Embassy of Costa Rica, Washington

CUBA:

Filipe de Pazos, Commercial Attaché of the Embassy of Cuba, Washington

Mariano Brull, Minister Counsellor of the Embassy of Cuba, Washington

CZECHOSLOVAKIA:

Professor Dr. Václav Myslivec, Czech Technical University, Masaryk Academy and Czechoslovak Agricultural Academy, Praha

DOMINICAN REPUBLIC:

Mario E. de Moya, Minister Counsellor, Embassy of the Dominican Republic, Washington

ECUADOR:

S. E. Durán-Ballén, Minister Counsellor of the Embassy of Ecuador, Washington (appointed July 7, 1944)

Emilio A. Maulme, Commercial Counsellor of the Embassy of Ecuador, Washington

EGYPT:

Anis Azer, Minister Counsellor of the Royal Legation of Egypt, Washington

Monir Bahgat, Agricultural Attaché, Royal Legation of Egypt, Washington

EL SALVADOR:

Carlos Adalberto Alfaro, First Secretary of the Embassy of El Salvador, Washington

ETHIOPIA:

Yilma Deressa, Vice Minister of Finance of Ethiopia

FRENCH REPRESENTATIVE:

André Mayer, Professor and Vice President, Collège de France

Christian Valensi, Financial Counsellor of the French Delegation to the United States, Washington

GREECE:

Kyriakos Varvaressos, Governor of the Bank of Greece and Ambassador at Large for Financial and Economic Matters

Athanasios Sbarounis, General Director, Ministry of Finances, Athens

GUATEMALA:

Francisco Linares-Aranda, Second Secretary of the Embassy of Guatemala, Washington

HAITI:

Elie Garcia, First Secretary of the Embassy of Haiti, Washington

HONDURAS:

Julián R. Cáceres, Ambassador of Honduras, Washington

ICELAND:

Thor Thors, Minister of Iceland, Washington

INDIA:

Sir Girja Shankar Bajpai, Agent General for India, Washington

Advisers:

S. K. Kirpalani, India Government Trade Commissioner, New York

Hemphrey Trevelyan, First Secretary to the Agent General for India

IRAN:

Ali Akbar Daftary, Counsellor of the Imperial Legation of Iran, Washington

H. Hadjeb-Davallou, First Secretary of the Imperial Legation of Iran, Washington

IRAQ:

Darwish Haidari, Director of the Central Agricultural Experiment Station, Baghdad

LIBERIA:

Gabriel L. Dennis, Secretary of State of Liberia

LUXEMBOURG:

Hugues Le Gallais, Minister of Luxembourg, Washington

MEXICO:

Rafael de la Colina, Minister Counsellor of the Embassy of Mexico, Washington

Vincente Sánchez Gavito, Counsellor of the Embassy of Mexico, Washington

NETHERLANDS:

M. P. L. Steenberghe, President of the Economic, Financial and Shipping Mission of the Kingdom of the Netherlands, Washington

L. A. H. Peters, Agricultural Attaché of the Embassy of the Kingdom of the Netherlands, Washington

NEW ZEALAND:

Walter Nash, Minister of New Zealand, Washington

A. G. B. Fisher, Counsellor of the Legation of New Zealand, Washington

Adviser:

B. R. Turner, Second Secretary, Legation of New Zealand, Washington

NICARAGUA:

Alberta Sevilla Sacasa, Secretary of the Embassy of Nicaragua, Washington

NORWAY:

Anders Fjelstad, Delegate of the Royal Norwegian Government for Agricultural Affairs in the United States

PANAMA:

Richardo A. Morales, Counsellor of the Embassy of Panama, Washington

PARAGUAY:

París E. Menéndez, Director of Central Laboratory, Ministry of Agriculture, Paraguay

PERU:

Juan Chávez, Minister Counsellor of the Embassy of Peru, Washington

PHILIPPINE COMMONWEALTH:

Joaquin M. Elizalde, Resident Commissioner of the Philippines to the United States

Urbano A. Zafra, Commercial Advisor to the Resident Commissioner

Amanda M. Dalisay, Research Analyst, Philippine Commonwealth, Washington

POLAND:

Wieslaw Domanieski, Commercial Counsellor of the Embassy of Poland, Washington

UNION OF SOUTH AFRICA:

A. T. Brennan, Director and Deputy Head, Union of South Africa Government Supply Mission, Washington

W. C. Naudé, Attaché of the Legation of the Union of South Africa, Washington

J. A. Siegruhn, Commercial Attaché of the Legation of the Union of South Africa, Washington

UNION OF SOVIET SOCIALIST REPUBLICS:

P. I. Tchegula, Chairman of the All Union Combine "Eksportkhleb", and Member of the Government

Purchasing Commission of the Soviet Union in the United States

Adviser:

B. I. Groudinko, Government Purchasing Commission of the Soviet Union in the United States

UNITED KINGDOM:

Edward Twentyman, Second Secretary, Minister of Food

Advisers:

Redvers Opie, Economic Counsellor of the British Embassy, Washington

Robert Rae, Agricultural Attaché of the British Embassy Washington

P. H. Gore-Booth, First Secretary of the British Embassy, Washington

UNITED STATES OF AMERICA:

Paul H. Appleby, Assistant Director of the Bureau of the Budget

URUGUAY:

Julian Felipe Yriart, First Secretary of the Embassy of Uruguay, Washington

VENEZUELA:

M. A. Falcón-Briceño, Commercial Counsellor of the Embassy of Venezuela, Washington

YUGOSLAVIA:

Branko Cubrilovich, formerly Minister of Agriculture

George Radin, Special Representative of the Yugoslav Government

THE DANISH MINISTER:

Henrik de Kauffmann, Minister of Denmark, Washington

Count Benedict Ahlefeldt-Laurvig, Financial Counsellor of the Royal Legation of Denmark

J. V. Rechendorff, Secretary of the Royal Legation of Denmark

EXECUTIVE SECRETARY OF THE COMMISSION

Howard S. Piquet

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United Nations Interim Commission on
Food and agriculture
First Report to the Governments of the United
Nations by the Interim Commission on Food and
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